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The relief of distress occasioned by famine...

Rangoon

1923

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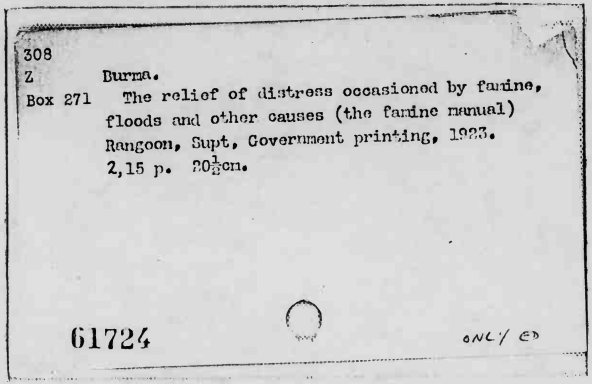

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THE

RELIEF OF DISTRESS

OCCASIONED

FAMINE, FLOODS AND OTHER CAUSES

(The Famine Manual)

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RANGOON
SUPERINTENDENT, GOVERNMENT PRINTING, BURMA
1923

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THE
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(THE FAMINE MANUAL)

RANGOON:
SUPERINTENDENT, GOVERNMENT PRINTING, BURMA
1923.

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MANUAL

OF

RELIEF ADMINISTRATION

FOR THE RELIEF OF DISTRESS, SCARCITY OR FAMINE ARISING FROM DROUGHT, FLOODS, OR OTHER CAUSES.

(The marginal numbers in brackets refer to sections of the Famine Code).

I.—INTRODUCTORY.

Scope of the Manual.

1. This Manual is intended for use in the field by officers engaged in the relief of distress, scarcity, or famine due to drought, floods, or other causes. It expounds briefly the general principles of administering relief, brings together the orders prescribing the duties of subordinate administrative and executive officers, and contains suggestions regarding practical measures for giving effect to the instructions contained in the Code.

II.—PRINCIPLES OF RELIEF ADMINISTRATION.

Methods of Relief.

2. Relief may be granted by the provision of the employment and payment for labour employed, or by gifts of money or commodities. *The normal method of relief is daily payment in cash for labour employed by piece-work*; but uncooked rations may be given, if necessary. Special facilities may be provided for people to obtain employment elsewhere, and gratuitous relief may be granted to assist emigration. People employed on works may reside in a Relief-camp on the work or elsewhere, according as they prefer. Gratuitous relief may be granted to those who are unable to work. Dependents of people employed on works may be admitted to relief-camps, but should be employed on such works as they can perform. People who are crippled, blind, or unable to earn their living, or who are required to attend on sick or infant children in their own houses, are entitled to Gratuitous Relief provided they have no relations able and by custom, bound to support them. Dependents may be returned to villages and brought on to the Gratuitous Relief List at the discretion of the Deputy Commissioner. At the close of famine, doles, and agricultural advances, may be granted in order to expedite the restoration of normal conditions. (114, 299) (78) (131) (111) (169) (171) (111) (179) (190) (63) (198)

Principles of Relief.

3. In the opening stages people should not be encouraged to look for assistance and action should not be taken in advance of disclosed pressure. But prompt action should be taken to test the existence of famine and relief must never be denied to those who need it, merely to facilitate the exclusion of those who do not. When the monsoon breaks efforts should be directed to the re-establishment of normal agricultural conditions.

Observation.

4. Arrangements have been made for watching and reporting in the Weekly Crop Report and otherwise the actual conditions and prospects of agriculture in each district. Work Programmes have also been drawn up for providing employment or relief for everyone likely to need help during a period of scarcity or famine. The Work Programmes classify works as Public Works, comprising those to be managed by the Public Works Department; and Village Works, comprising (189) (21)

(*a*) Civil works, to be managed by the Deputy Commissioner, and (*b*) Private works aided and unaided, to be managed privately with or without assistance from public funds. When the Deputy Commissioner has reason to believe that scarcity is impending, he submits a preliminary report to the Commissioner, warns the Executive Engineer, calls for reports from the District Superintendent of Police, revises his relief programme and
(50 to 56,208) organises non-official agencies for relief and private charity. The objects to which public
(63) subscriptions may be applied are stated in section 231. If conditions become worse he
(66) arranges, after obtaining previous sanction from the Commissioner if conveniently possible, for the disbursement of gratuitous relief and the opening of test works. All charges during the period of observation, including the cost of preliminary test works, must, so far as possible, be met by local bodies; Government does not assume financial responsibility until the Local Government has declared that conditions of scarcity exist.

Scarcity.

5. Although test works may be opened during the period of observation, they are characteristic of the stage in which scarcity has been declared.

(81) *A scarcity district* is one which needs gratuitous relief and the opening of village works but does not experience distress so severe as to necessitate the change of test works into relief works.

(71) *Test works* are intended not to relieve famine but to test whether famine exists. The task shall be equal to the full ordinary task of able-bodied labourers on public works and the daily earnings may not exceed the wage prescribed in the Code for a full ordinary
(81) famine task.

Famine.

6. *A famine district* is one in which test works have shown the necessity for relief works. When the number of units granted gratuitous relief exceeds 60,000, *e.g.*, 1,000 persons for 60 days, it shall be held that famine
(85) exists.

Relief works are works which may have been sanctioned on their merits but are actually put in hand in order to provide relief for famine. On the declaration of famine all test works within the declared area become relief works.

III.—MEMORANDA.

A.—Observation.

Ordinary Reports.

7. Scarcity caused by drought developes gradually; scarcity due to floods or other causes may arise suddenly. The Weekly Crop Reports should furnish preliminary warnings regarding drought, flood, crop failures and the
(19) likelihood of distress. After a good year, especially in Upper Burma, extensive failures can be borne without great distress. The position may not become dangerous until a second or third harvest has failed successively. In Lower Burma, where people live from hand to mouth and are less accustomed to husband their resources, and increasingly in Upper Burma as people sell more and more of their produce, the power of resisting failures is diminishing, and a critical position may develop more rapidly than a few years ago. But everywhere in Burma and, here again, particularly in Upper Burma, people have other resources than their crops. The distress occasioned by the failure of crops varies largely with the time at which it occurs. Floods early in the season allow time for replanting; if a crop withers shortly before harvest it may be impossible to sow another crop in place of it.

Special Preliminary Reports:
(*a*) By Headman.

8. When a serious failure of food supply, owing to drought, floods or other causes,
(47) takes place or is impending the Headman shall report the matter to the Township Officer, mentioning—

whether many are emigrating,
whether many are ill or dying,
and their general condition.

(*b*) By Township Officer.

The Township Officer shall forward the report to the Subdivisional Officer. Then within two days he shall visit the locality, and make a further report mentioning the number of people likely to be in distress, and whether he recommends agricultural advances, or remission of revenue.

(*c*) By Subdivisional Officer.

The Subdivisional Officer shall forward to the Deputy Commissioner the Headman's (47) report and the Township Officer's Report with any necessary remarks (49) and on receipt of the latter shall visit the locality and await the (50) orders of the Deputy Commissioner.

(*d*) By Deputy Commissioner.

The Deputy Commissioner must submit, without delay, a preliminary report to the Commissioner together with his opinion on the facts stated. *Allowance should be made for the pessimistic disposition of peasants in hard times, for their natural desire to evade the payment of revenue and their inability to foresee the discomforts of relief works. It is also necessary to discount the natural sympathies of officers when the people among whom they live and work are threatened with distress.* If the Deputy Commissioner thinks that action will be needed he should also warn the Executive Engineer and, without delay, after personally visiting the locality, must submit a further report under headings prescribed in the Code.

B.—Scarcity and Test Works.

Precautionary Measures.

9. The Deputy Commissioner shall, at the same time, revise all preparations, in (51) particular the Programmes for Public Works and Village Works (52, 212) and, with the Executive Engineer and District Superintendent of (53) Police, make provision for strengthening the staff and obtaining an (55) adequate supply of all the prescribed forms likely to be required. The general organi- (56) sation of famine relief is summarised in Appendix I. He shall organize arrangements (57) for the inspection of famine conditions, village by village, in any area likely to be affected, and illustrate the arrangements on the district index map which should also show the position and classification of all works on the programme. He shall endeavour to organize non-official relief agency and private charity. He shall also make preliminary measures towards providing facilities for emigration, and without discouraging any advisable tendency towards emigration, should grant agricultural advances where there is a reasonable prospect of their being useful in stimulating agricultural effort and agricultural credit. Ordinary local works should also be expanded so far as local funds allow and people are not discouraged thereby from emigrating. In making these arrangements he should utilise to the full any local system of village groups or co-operative credit. During this stage preliminary estimates should be framed so that the estimates required under section 233 may be submitted without delay.

Indications of Scarcity.

10. When all preparations have been made the Deputy Commissioner shall watch for indications of scarcity, such as:—

continuous rise of prices,
influx of beggars into railway stations, landing stages, towns and large villages, (233)
emigration of the able-bodied, with or without cattle, (63)
sale of cattle locally or migration with flocks and herds,
departure of *bôngyis*,
breaking up of schools,
shortage of food among domestic animals,
abnormal resort to jungle produce or other food of unpalatable or indigestible nature,
increase of crime.

Supplementary Report.

11. When the Deputy Commissioner has reason to believe that distress is imminent, (65) he must submit a further report under headings prescribed in the Code and ask permission to open test works and grant gratuitous relief.

(66) 12. Ordinary local works should be used so far as possible as test works, but work may be specially undertaken as a test work. The cost will be debited to local funds. The object of a test work is to test the presence of famine, the labour should therefore be stringent but not repellent.

Test Works.

(78) The work may be a public work but will usually be a village work. In any case it shall be managed by the Deputy Commissioner with the assistance, if necessary, of a subordinate from the Public Works Department to measure up the work. Complete muster rolls of all persons on test works must be maintained to show the sex, class, and residence of those employed. If possible, test works should be centrally situated in the area to be tested, but not too near the larger villages. The particulars recorded in the muster rolls will help in drawing conclusions from the attendance. Workers must be paid daily and an adequate supply of small change must be provided. The maximum wage should be that allowed for a full ordinary famine task, the task should be somewhat greater than a full ordinary task; but regard must be paid to the inability of non-agriculturists or of people enfeebled through poverty to perform a full task without practice.

(70)

(78) No allowance may be made for dependents or non-workers; payment must be strictly on piece-work, by results, with no minimum wage. There should be one day of rest every week, but no wage for that day.

(110) 13. Success in the regulation of gratuitous relief depends on careful village organization, and the free use of non-official agency under proper supervision. At an early stage the Deputy Commissioner will arrange for preliminary lists of those who are entitled to relief if they require it, to be drawn up in Form E1 by Local Officers in consultation with village elders and under the guidance of Circle Inspectors. Draft orders for giving effect to these arrangements are contained in Appendix II. When it has been decided to distribute gratuitous relief the lists will be revised so as to contain all those who are eligible for gratuitous relief and have come to the end of their resources, and no others. A ticket in the prescribed Form EII, must be given to each person in the list. This ticket shall show the amount of relief to be given and the person by whom it is distributed. The allowances for gratuitous relief in villages shall be the same as for dependents on works and shall ordinarily be given in cash, fortnightly, weekly or daily as the Deputy Commissioner may direct. The list in Form E.I must be scrutinized and revised once a week by the Circle Inspector or other relief officer. The duties of the Circle Inspector are given in Appendix III.

(53, 79) Gratuitous Relief.

(112)

(113)
(114)
(117)

(88) 14. Emigration should be facilitated and assisted but not unduly encouraged. Arrangements for passages for humans and cattle should be made with rail and shipping companies and relief guaranteed to the dependents of those who emigrate. People will usually emigrate to places which they or their relatives have already visited; this natural flow may be facilitated and should not be interfered with unless certain areas of immigration are likely to be overstocked with labour.

Emigration.

C.—FAMINE AND RELIEF WORKS.

(124) 15. The following points require attention in the management of relief works:—

Relief Works: General Principles.

(*a*) Preparations for a rush of labour; it is essential to have an adequate provision of work, plant, tools and food;

(*b*) Discipline must be strict; everyone should be allotted his place in as small a section of the work as possible; dependents should be separated from workers while actually engaged in the work; feeble people must be separated into weakly gangs.

(*c*) Sanitation requires the closest attention.

16. The chain of responsibility is shown in the margin. The Public Works Officer deputed to superintend relief works is directly responsible to the Deputy Commissioner (or the Commissioner if the works are being carried on in more than one district). Any reference which the Public Works Officer makes to the Superintending or Chief Engineer *on other than purely professional matters* should pass through the Deputy Commissioner or the Commissioner. (125)

Chain of Responsibility—
Commissioner,
Deputy Commissioner,
Public Works Officer,
Charge Officer.

17. A special Civil Officer, a Myoôk or officer of similar standing shall be appointed Officer-in-Charge for each Public Relief Work and all orders to officers on the work shall be issued through him. For his duties see Appendix IV. (132)

The Officer-in-Charge.

Establishment and Equipment.

18. For Establishment and Equipment see Appendix V.

19. (i) Persons residing within four miles of a work must produce admission orders before being admitted to Public Relief Works, unless the Local Government otherwise direct. There shall be no other restriction on admission. (128)

Admission to Relief Work.

(ii) In the case of Village Works admission orders shall be required in all cases: Provided that—

(*a*) Where the staff is insufficient, or there is not an open relief work within 15 miles at which the rejected person may find employment if he really desires it, the Deputy Commissioner shall direct that admission orders are not to be required. In deciding on the sufficiency of the staff the Deputy Commissioner shall bear in mind that selection for admission to gratuitous relief must take precedence over selection for relief works.

(*b*) The opening of relief works, when otherwise advisable, should never be delayed because the process of selection for admission is not complete. Relief must never be denied to those who need it merely to facilitate the exclusion of those who do not.

(iii) When owing to want of establishment or other causes persons have been admitted without admission orders to works for which admission orders are required, the Deputy Commissioner, shall, as soon as circumstances permit, arrange for the exclusion, by selection, of any persons not entitled to relief.

(iv) Admission orders (Form C-XV) to public or village works shall be granted by the local officer of the applicant's village or by the Circle Inspector, or by such Committees as may be appointed under section 56. (129)

Such orders shall always be signed and dated by the person giving them. They shall be refused only to persons who have not come to the end of their resources.

(v) Residence on the works shall ordinarily be left to the option of the persons relieved. (131)

(vi) At every work, and, in cases where the work is distant from the distressed area, at selected localities in that area, a place shall be fixed for the admission of applicants. Such place shall be marked with a flag and shall be visited twice a day, morning and evening, by the officer-in-charge of the work or one of his subordinates, or by such officer as may be appointed who shall classify the applicants, and draft them, if fit for work, to relief work. (150)

Admission of Applicants.

Classification of Workers.

20. (i) The workers shall be classified as follows:—

Special.—Mates and special gangs Men only.

1. Adult Diggers ... ... { Men. / Women. (151)

II. Adult Carriers ... ... { Men / Women.

III. Working children between the agesof 10 and 14 years { Male / Female.

Explanation.—Sweepers, water-carriers and others on the menial staff shall be classified as above in accordance with the degree or difficulty of their work, and shall be selected, as far as possible, from applicants for relief. "Mates of gangs" shall also be selected, as far as possible, from the relief workers; but whether so selected or not, they shall be put in the "special" class. G C P

(153) (ii) The number of workers in a gang shall not ordinarily exceed 100, nor be less than 50. Members of a family, including their dependents, shall be in the same gang, and residents of the neighbourhood shall, as far as possible, be "ganged" together.

In the election of a mate or headman, the voice of the gang should, as far as possible, be considered.

(154) (iii) Newcomers shall ordinarily be put in separate gangs or sub-gangs for the first fortnight, or, if they have not become accustomed to the work, for such longer period as may be necessary.

(155) (iv) All weakly persons shall be in separate gangs or sub-gangs, unless they would thereby be separated from their natural protectors, in which case the weakly persons may be "ganged" with the able-bodied, but they shall then be individually tasked.

Work. 21. (i) The standard task for Class I relief workers will be determined by the Executive Engineer after consulting the instructions in the Appendices. The standard tasks for Classes II and III, if they are employed in digging or some equivalent labour, shall be not more than two-thirds and one-third respectively of the task for Class I.

The standard task of carriers in Classes II and III shall be 10,000 cubic feet and 5,000 cubic feet, respectively, carried over 1 foot of reduced lead.

(158) (ii) The Deputy Commissioner, with the previous sanction of the Commissioner, may vary the task from time to time. *Provided the weakly gangs are individually tasked under section 155 of the Code*, this power of varying the task will be the most effective means of relaxing or tightening the conditions of relief. The task should be reduced on the appearance of any signs of deterioration among the workers generally, particularly in the hot weather. It may safely be raised, if the workers are in good condition and relief work appears to be unduly attractive. The task should be raised in this way when the approach of the rains makes it desirable to divert labour to the fields.

(159) (iii) The officer-in-charge shall decide what is the class of soil, or other local condition of the task, and adjust the task accordingly. If possible, the individual shall be

(160) separately tasked. If this be impossible, the digger with his carriers shall be separately tasked. And if this be impossible the task shall be allotted to sub-gangs not exceeding 4 workers.

(161) (iv) Newcomers shall, for the first fortnight, or until they are fit to enter the ranks of the workers, be individually tasked; the task shall be pitched low at the outset, being raised gradually as the newcomers improve in dexterity and physical condition.

(162) (v) Weakly persons who are unable to do a full task shall be required to do only half of the standard task. No attempt to apportion the task more exactly to the strength of the weakly-workers shall be made. If any persons are so weak as to be unable to do this half task, they shall be given such work as clod breaking, etc., and be treated as dependents.

(163) Pay. 22. (i) The able-bodied workers shall be paid daily according to results, *i.e.*, if no work is done, they will get no pay. But full wages shall be given for work which does not fall short of the full task by 10 per cent. or

more, provided that the short work is not due to contumacy. If the work done falls short of the full task by 10 per cent. or more, a proportionate reduction in the wages shall be made in accordance with the table of reduced wages (Appendix VI).

(ii) If delay occurs in starting works, or if, owing to an unexpected influx of workers, or insufficiency of staff, a work becomes disorganised, the Commissioner may direct that the allowance for dependents shall be given to all comers. The Commissioner shall immediately report any such action to the Local Government.

(iii) The wages of weakly gangs or of weakly persons individually tasked under section 155 of this Code shall in no case be permitted to fall below the scale of allowances for dependents.

(iv) Working children should be placed in the matter of earning their wage on the same footing as adults. If they are not able to work, or if they deteriorate in condition the proper course is to transfer them to the class of dependents. (165)

(v) Payment shall be made to the individual, or jointly to the gang, according as the task has been allotted. When payment is made jointly to the gang, it shall be made in the presence of all members of the gang to a person chosen by themselves from their own number. (166)

(vi) No work shall be allowed on Sunday.

Workers and dependents shall receive for Sunday the allowance prescribed by section 180 (*a*) of the Code as the "dependent's dole." This allowance shall be called the rest day allowance, and shall be paid on Saturday.

The rest-day allowance may be refused to persons who have not been three days on the works but it should be granted to weakly persons, even though they have been less than three days on the work; and new comers who arrive in extreme destitution at the end of the week, or on Sunday, should be given the rest-day allowance.

(vii) The rest day allowance shall be paid to relief workers and dependents or *bond fide* applicants for employment on the work— (167)

(*a*) for all days occupied in classification, medical inspection or the like;

(*b*) for any days on which work is stopped by order, *e.g.*, on account of weather.

(viii) As payment is in all cases to be made daily, measurements of tasks done must also be made daily. Tasks should be plainly indicated in advance, and it will thus be often possible to pass the work done on sight, that is, within the limit of measurements, *viz.*, 12½ per cent. allowed in section 163 (*a*). (168)

Dependents. 23. (i) Dependents shall be relieved on public works. But before admitting dependents to relief, the officer-in-charge shall satisfy himself that they are both unable to work, and really depend on a worker on the work. (169)

(ii) On admission, dependents shall be classified as follows:— (170)

- Adult persons including hospital patients and persons attending them. { Male. / Female.
- Children between the ages of ten and fourteen who are incapable of labour. } Non-working children.
- Children under ten years and over seven years of age } Non-working children.
- Children under seven years but not in arms. } Non-working children.
- Children in arms. } Non-working children.

(iii) Dependents on works shall be employed on such work, grinding corn, cleaning the camp, etc., as they may be able to perform. (171)

(iv) If the number of dependents becomes so considerable as to interfere with the discipline on the works, or is otherwise inconvenient, the Deputy Commissioner shall have power to return them to their villages, and to bring them on the gratuitous relief list, provided that children are in no case separated from their guardians. (172)

(v) Allowances given to dependents shall be shown in the accounts as gratuitous relief. (173)

24. The Deputy Commissioner may draft workers from one work to another or one place to another in order to find men useful or fresh employment or to avoid infection.

Drafting.

25. (i) The Medical Officer in civil charge of a district shall act, in all matters connected with the general administration of relief, under the orders of the Deputy Commissioner; and, in all professional and departmental matters, under the orders of the Director of Public Health.

Medical and Sanitation.

(174) (223)

(ii) Hospital accommodation should be provided at every relief work but, if there is no Medical Officer on the work, petty cases will be treated by the officer-in-charge with his medicine chest and all cases of serious illness sent to the nearest place where medical treatment can be obtained.

(214)

(iii) In the event of a difference of opinion between the Deputy Commissioner and the Medical Officer in civil charge of a district on a question affecting sanitation or the public health, the case shall be referred to the Director of Public Health whose orders shall be final, pending a reference to the Local Government.

(224)

(iv) A Medical Officer or Subordinate competent for independent charge should, if possible, be attached to every relief work. He shall be in subordination to the officer-in-charge.

(225)

(v) The duties of a Medical Officer on a relief work shall comprise, in addition to attendance on the sick and the maintenance of order and discipline in hospital

(*a*) daily inspection of the sanitary arrangements and the water-supply;

(*b*) periodical inspection of the food offered for sale, and prohibition of the sale of injurious grain;

(*c*) periodical inspection of all persons on the work, with special attention to newcomers, weakly gangs, and nursing mothers;

(*d*) detection of the first cases of infectious and contagious diseases and the adoption of measures to prevent their spreading;

(*e*) distribution of quinine on the works to prevent malarial fever, and the supply of anti-scorbutics on the appearance of scurvy;

(*f*) report to the officer-in-charge any cases in which lighter tasking or gratuitous relief, or special treatment, or diet, is necessary.

(226)

(vi) if any dispute arises between the officer-in-charge of a relief work and the Medical Officer attached to the same regarding any matter connected with hospital management, sanitation or the health of the people on the works, the former may, if he thinks fit, refer the matter in dispute, through the Deputy Commissioner, to the Sanitary Commissioner. But pending the reference, he shall be bound to act in accordance with the Medical Officer's opinion.

(134)

(vii) The relief workers' camps shall be selected with as careful regard as possible to sanitary conditions; with reference to which the Sanitary and Medical Officials should, whenever an opportunity occurs, be consulted.

(135)

(viii) No relief work shall opened unt[illegible]

(*a*) a satisfactory supply of drinking water for the labourers is secured;

(*b*) provision is made for the immediate isolation of cases of cholera, small-pox, relapsing fever, or other epidemic disease.

(136)

(ix) In all cases suitable arrangements shall be made for latrines.

(137)

(x) If cholera breaks out on a work the following procedure shall be adopted—

(*a*) all probably infected materials, such as old clothes, rags, etc., belonging to the sufferers or those in contact with them, shall, if possible be destroyed, or at any rate be thoroughly disinfected. Grass and bamboo shelters, and small huts, and all materials used for bedding shall be burned;

(*b*) the charges shall be broken up into as small gangs as is compatible with supervision and discipline and each gang segregated until free from infection, when it shall be transferred to a work remote from the infected area.

26. (i) The Deputy Superintendent of Police is required to provide guards for famine camps and to organise patrols who shall conduct starving wanderers to the nearest relief work or, if they are unable to go so far, to the nearest village where relief is obtainable.

Police.

(210)

(ii) All police officers in charge of stations and outposts shall be required to submit special reports from time to time on the following matters:—

(*a*) Increase of crime due to scarcity;
(*b*) Wandering of needy persons;
(*c*) Emigration and immigration;
(*d*) Cases of starvation, whether fatal or not;
(*e*) Decrease in symptoms of scarcity.

(208)

(iii) All policemen are required to see that persons found dead are properly buried by the village authorities.

(213)

27. The Deputy Commissioner is responsible for the care of children who are found deserted. State orphanages shall be opened under the management of a Superintendent and the supervision of the Subdivisional Officer. Deserted childern shall be sent to a relief work or if too young to work shall be admitted to the state orphanage.

Miscellaneous: (i) Orphans.

(194) (196)

If pasturage is likely to fail, areas which are ordinarily closed to grazing shall be thrown open, and special arrangements may be made for importing fodder, if necessary.

(ii) Cattle.

Public subscriptions may be applied to supplementing the recognized state system of relief of adults, orphans or people unwilling to accept State relief, or to paying the fare of emigrants or assisting school teachers, agriculturists and artisans and others to carry on with or resume their normal avocations.

(iii) Public Subscription.

(205) (231)

It is essential for the efficient administration of relief operations that all reports and returns shall be closely scrutinized and checked by *officers acquainted with the local conditions.*

(iv) Reports and Returns.

(249)

28. The re-establishment of normal conditions should be secured as soon as possible, and it should be assumed that wants will become normal when the rains have broken. Workers should be drafted on to small works near their homes, the task should be made more rigorous, and agricultural advances and donations from the charitable relief fund made to enable people to resume work. The gratuitous relief list shall be scrutinised and when in any locality the earliest of the principal autumn crops has been gathered the list in that locality should so far as possible be closed. Valedictory doles may be granted to support workers and dependents on their way home from relief works, and people on the gratuitous relief list may be given an allowance and sufficient to support them for about a fortnight.

Restoration of normal conditions.

(189 to 193)

29. (i) During the period of observation and test local bodies should, so far as possible, meet the charges incurred. When famine or scarcity is imminent the Deputy Commissioner shall submit monthly an estimate in Form G-I of the expenditure likely to be incurred up to the end of the following month. A permanent advance will be sanctioned by Government and ordinarily the greater part of this shall be made over to Subdivisional Officers, Circle Inspectors or Local Officers, or Township Officers and a small portion to the District Superintendent of Police. Facilities should be given for encashment of bills without delay and no officer should be allowed to draw money who cannot be trusted to draw out bills in proper form. It is essential that figures of expenditure shall be promptly scrutinised and checked by officers acquainted with the local conditions.

Accounts.

(66, 232) (233) (240) (243)

(ii) The main points requiring attention are—

(*a*) that the expenditure is warranted by orders of competent authority, and that it is necessary for the due administration of relief, and not greater than the occasion demands;

(*b*) that bills and accounts of expenditure are signed by the proper persons, and are supported by the necessary vouchers and other papers;

(*c*) that vouchers are in order, and that the details of all figures work up to the totals;

(*d*) that there are no erasures; and that every alteration is attested by the officer concerned;

2 (*e*) in all cases in which it is prescribed that agreement should be effected between two different documents, the fact of the agreement should be noted on both the documents, and duly initialled;

(*f*) that the document appears, after due examination, to be genuine in all its parts;

(*g*) that the expenditure is covered by budget provision;

(*h*) that the register of advances prescribed by section 306 is correctly maintained and that recoveries are promptly made and credited in the accounts.

IV.—FLOODS, FIRE AND OTHER OCCASIONS OF RELIEF.

30. The principles applicable to the relief of scarcity and famine apply also to the relief of distress occasioned by floods, fire and other disasters. But these differ from famine because there is little or no warning of the danger; most of the damage is done suddenly, the cause of distress is usually of short duration, and the area of distress restricted. The first essential is the provision of immediate relief by way of shelter, clothing and food, for those who are deprived of them. It then remains to assist those who have suffered to resume their usual avocations. Where damage has been occasioned by flood, advances should be liberally given to enable cultivators to buy seed or seedlings and to engage labour for cultivation. When the season does not permit of further agricultural work facilities should be provided for emigration and relief works, ordinarily village works requiring unskilled labour for a few months, should be opened. If the flood has been occasioned by the breach of an embankment labour will be needed for repairing it. Every effort should be made to restore normal agricultural conditions before the next season for cultivation. The conditions of relieving distress occasioned by flood or fire require a free resort to private charity and public subscriptions. It is essential that the money or gifts received shall be carefully applied and a full account published of the manner in which funds are utilised. So far as possible individual acknowledgment should be made of all gifts received.

Floods, Fire, etc.

31. The relief of distress occasioned by epidemics among man and beast should be treated on similar principles.

Epidemics.

32. Temporary distress is not infrequently occasioned by over selling in a favourable market and a consequent depletion of local stocks. If there is such a shortage private enterprise can almost always fill the gap. No attempt therefore should be made to purchase and supply grains, or to finance traders under a contract to purchase and supply grain at a reasonable rate. Government is very ill-fitted to carry on the business of a grain dealer and should only adopt such measures when it is necessary to ration a police post or a public work in places so remote that private enterprise cannot reach them. In all other cases assistance should be confined to cash advances on reasonable security, supplemented by the gratuitous relief of very poor people who are in distress and cannot be expected to take a loan.

Depletion of Stocks. Import of Grain.

APPENDIX I.

(See *paragraph* 9.)

Famine Staff and Organization.

The Famine Relief Organization falls under three heads:—

(*a*) Inspection and Relief.
(*b*) Supervision of work.
(*c*) Miscellaneous.

(*a*) Inspection and Relief:—

(i) The District (or that portion in which scarcity is impending) is divided into Circles; the Circle is ordinarily identical with the Township. Each Circle is under the charge of an Inspector; the Circle Inspector is ordinarily the Township Officer. If a special officer is appointed Circle Inspector he will require a peon.

(ii) Each Circle is divided into local areas; the local area is a village, a group of villages, or a subdivision of a village. Each local area is under the charge of a Local Officer, who may be the village headman, or a selected headman, or other person of like standing.

The Circle Inspector finds out the people who are in need of relief and classifies them according as they are able or unable to work. Those able to work are sent to the nearest relief work and the remainder, if eligible, are brought on to the gratuitous relief list.

(*b*) The arrangements for the supervision of work differ according to the classification of the work. For every Public Work or group of Public Works an officer is appointed and known as the Officer-in-Charge. Village Works, if numerous, may be entrusted to a village works supervisor nominated by the Superintending Engineer, but working under the Deputy Commissioner. Civil works are carried out by official agency appointed by the Deputy Commissioner, or by non-official agency. Private works are managed exclusively by the persons who have undertaken partial or complete responsibility for them, but if aided, must be conducted in accordance with any conditions which have been laid down in the agreement respecting them and require inspection to ensure that the conditions are fulfilled.

(*c*) Miscellaneous.—The District Office will probably require an extra clerk. Subordinate Officers and establishment will also be required as indicated above in the Public Works, Medical and Police Departments. Provision should be made also for the supply of tents.

APPENDIX II.

Draft Order for issue to Local Officers on First Appointment.

1. You have been appointed local officer for the relief of distress.

2. It is your duty to prepare in the attached Form E-I a preliminary test of people entitled to receive support in their own village if they require it. You will include in the list— (111)

(*a*) Idiots and lunatics.
(*b*) Cripples.
(*c*) Blind persons.
(*d*) All who, from age or physical weakness, are incapable of earning their own living.
(*e*) All persons where attendance on the sick, or on infant children, in their own houses is absolutely necessary.

(113) 3. The list will be scrutinized by the Circle Inspector who will fill in any names which have been omitted and compile from it one or more supplementary lists in the same Form E-I showing the people to whom relief is to be granted. The preliminary and supplementary lists will then be made over to the village-headman for inspection, if required. Each person in the supplementary list will receive a ticket in Form E-II.

(114) 4. Weekly / Fortnightly / Daily you will distribute to each person in the List E-I, the allowance to which he is entitled and may give relief in urgent cases pending the next visit of the Circle Inspector.

(120) 5. Weekly you will prepare a list showing the sex and age of the persons who have died during the week within your local area, stating whether death has resulted directly or indirectly from want or poverty of food.

APPENDIX III.

Duties of Circle Inspectors.

(121) (*a*) You must apply to the Deputy Commissioner for such funds as you consider to be required for gratuitous relief, and carry out such instructions as you may receive for arranging for the supply of money or grain required to give the necessary relief;

(*b*) You must keep strict and accurate accounts of all moneys expended, and grain distributed in gratuitous relief, and submit such accounts for the examination of the Subdivisional Officer or Deputy Commissioner as may be required;

(*c*) You must ascertain and report to the Deputy Commissioner through the Subdivisional Officer what petty works of utility can be carried out in each local area, what kind of labour they will require, and for how many labourers and for what period they will probably afford employment, with a rough estimate of the cost; and if it is decided to open any such work in the local area, you must aid in every way in the execution of such work, and the supervision of labourers employed thereon;

(*d*) You must watch the prospects of the coming agricultural season and crop, and report whether, and to what extent, the persons on relief are likely to be able to return to their ordinary avocations;

(*e*) You must note carefully and report the current rates of wages for ordinary free labour, in order that the wage for relief labour may aways be kept lower than the ordinary rate.

(122) 2. The Circle Inspector shall submit weekly diaries, and, in case of urgency, special diaries, through the Subdivisional Officer or, if necessary to save time, direct to the Deputy Commissioner. The diaries should reach the Deputy Commissioner on Saturday of each week, and should contain the general result of his observations, remarks on the condition of the people and their willingness or otherwise to work, the wholesale and retail prices of food, the supply of food, the state of communications, and any other matters worthy of notice on which he is required by the Deputy Commissioner to report. These diaries shall be submitted by the Deputy Commissioner to the Commissioner for perusal.

Special Reports by Circle Inspectors.

(122) 3. The Circle Inspector shall, under the orders of the Subdivisional Officer and Deputy Commissioner, be responsible for the performance of the following additional duties:—

Additional Duties of Circle Inspectors.

(*a*) to forward weekly abstracts of the registers and lists prepared under sections 79 and 120 through his immediate superior, to the Deputy Commissioner, showing the total number of persons of each class requiring gratuitous relief, and the total number of deaths, by age and sex, in his circle, with the particulars required by section 120;

(*b*) to report the occurrence of any unusual sickness in the circle;

(*c*) to ascertain that relief has been properly and effectually distributed in the prescribed manner, and to check the village gratuitous relief lists in the manner prescribed in section 112;

(*d*) to ascertain that private charity is organized and encouraged.

(*e*) to encourage by all the means in his power the employment of labour on agricultural operations, and to invite applications for advances to make wells, tanks, and other improvements, likely to be of permanent value, and to employ local labour;

(*f*) to make known the places at which relief works are opened, the nature of each work, the wages offered, and the classes of persons to whom such work is open;

(*g*) to report whether cultivators are selling their plough-cattle, in what numbers and at what prices, whether and in what direction emigration is taking place, and to what classes the emigrants belong; also whether there is a sufficient supply of water and fodder for the cattle;

(*h*) to recoup the local officer all sums expended on gratuitous relief.

APPENDIX IV.

Duties of Officer-in-charge.

Sections 132 to 149.

1. The Officer-in-charge shall be responsible for the general conduct of the work, and for the organization of the people with a view to the preservation of order and the distribution of relief. He shall pay special attention to the following matters:—

Duties of Officer-in-charge.

The prompt admission and registration of applicants;
The classification and treatment of workers and dependents; (140, 141)
The provision of tools and shelter;
The correctness and proper payment of the wages;
The provision of sufficient small coin;
The market arrangements and the supply of food; (142, 143)
The adequate supply of good water, and the proper disinfection of wells; (145)
The hearing and investigation of complaints daily;
The hospital and sanitary arrangements;
The care of children and infirm persons presenting themselves at the work;
The prompt submission of accounts and reports;
The immediate report of the Executive Engineer, and to the Deputy Commissioner of the outbreak of any epidemic disease;
The separation of the weakly from the able-bodied, and the formation of weakly gangs, or the individual tasking of weakly persons;
The prompt relief of newcomers; (155)
The adjustment of the task. (157)

2. The Officer-in-charge shall submit, daily, to the Deputy Commissioner, the Executive Engineer, and the Subdivisional Public Works Officer a report card in Form C-IX. (146)

Report due from Officer-in-charge.

The Officer-in-charge shall prepare for each work a charge progress return in Form C-I for each week ending on Saturday night, and forward it to the Public Works Subdivisional Officer, who shall compile an abstract in Form C-II for the whole subdivision, and send one copy to the Deputy Commissioner, and one to the Executive Engineer. The Subdivisional Officer shall also prepare from the latter return a further abstract in Form C-III, and immediately forward it to the Chief Engineer, sending a copy of it to the Superintending Engineer. (147)

The Officer-in-charge shall at the same time prepare and submit to the Deputy Commissioner and Public Works Subdivisional Officer a report for the same period in Form C-IV.

(148) The information given to the Deputy Commissioner in Forms C-II—C-IV, should be embodied in the statements attached to the district reports prescribed in section 91.

The Officer-in-charge of a work shall give timely notice to the Deputy Commissioner—

(149) (i) of the date on which such work will be ready for the admission of relief workers;

(ii) of the date on which it will probably close;

(iii) of any sickness or other occurrence which renders it advisable to stop admissions to such work.

APPENDIX V.

The establishment required for a charge will ordinarily be as follows:—

Number required. (1)	Deisgnation. (2)	Approximate monthly salary. (3)	Remarks. (4)
		Rs.	
1	Officer-in-charge ...	150—250	Special Civil Officer (section 132).
1	Assistant ...	90—140	Overseer or Sub-overseer, Public Works Department (see paragraph 224).
1	Medical Officer or Subordinate	...	
5	Work Agents ...	70	One to each 1,000 relief workers.
5	*Gaungoks* ...	20	One to assist each Work Agent.
1	*Gaungok* ...	20	Water-supply.
1	*Gaungok* ...	20	Conservancy.
1	*Gaungok* ...	20	Hutting and general duties.
1	*Gaungok* ...	20	Working with Assistant to Officer-in-charge.
1	Charge office clerk ...	60	Must have a good knowledge of English.
1	Store-keeper ...	50	Preferably a Burman.
1	Store durwan ...	15	Do.
1	Office durwan ...	12	Do.
1	Office peon ...	12	Do.
1	Kalasis or orderlies ...	12	One for each officer.
1	Blacksmith ...	30	Do.
1	Mate ...	15	Do.

NOTE.—(*a*) Headmen or *gaungs* will ordinarily be relief workers in the Special Class (section 151) and are not therefore included above.

(*b*) A Police Guard for the Treasure Chest and Bazaar will be arranged for by the Civil Department.

The following will be the first equipment of tool and plants, etc., required for each new charge.

Names of articles. (1)	Number required. (2)	Approximate Rate at (3)	Approximate Cash. (4)	Head of accounts charged to (5)	Remarks. (6)
		Rs. A. P.	Rs.		
Phaorahs	2,000	1 0 0	2,000	Tools and plant ...	
Pickaxes	500	2 0 0	1,000	Do. ...	Digging tools and baskets in excess to meet a possible rush of workers.
Dahs	10	1 0 0	10	Do. ...	
Gang flags, white ...	150	0 4 0	38	Miscellaneous contingencies.	About 2 feet by 1 foot and of a triangular shape with number of gangs on the gang flag.
Water flags, blue ...	50	0 4 0	13	Do.	
Conservancy flags, yellow	100	0 4 0	25	Do.	
Recruiting and headquarters flags, red.	2	1 0 0	2	Do.	The recruiting flags to be 8 feet by 4 feet.
Red cloth belts for mates and peons.	150	0 8 0	75	Do.	Mates' belts and gang flags to have the number of the gangs (1 to 100) worked on them in white or red cotton sheeting.
Baskets, bamboo ...	5,000	10 0 0 per 100.	500	Do.	Provision for future supply required.
Iron treasure chest, No. 6	1	70 0 0	70	Tools and plant ...	For silver coin. Roorkee pattern.

G.H.C.P.O.—No. 82, C.S.L.R., 29-1-23—1,300.

MSH #24028

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TITLE